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# TRAINING IN ADMINISTRATIVE MANAGEMENT



*Work Shop*

December 8-12, 1958

NEW ORLEANS, LOUISIANA



ARS - Southern Utilization Research  
AD-33 Bookplate & Dev. Division, New Orleans, La.  
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OPENING TAM WORKSHOP IN NEW ORLEANS



General chairman Earl Sharar chats with host Frank P. Biggs, right, and speaker Ernest C. Betts, Jr., left, as the New Orleans TAM Workshop convened.





WORKSHOP PARTICIPANTS







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This report was prepared as the workshop progressed to provide material for immediate reference. It is recognized that the summaries of the lectures and discussions contain only the highlights and do not include all of the thoughts expressed or ideas developed. It is believed, however, that the report will provide much that is thought-provoking and challenging to those concerned with the improvement of management techniques.

### Editorial Committee

Vernon R. Bourdette, Chairman  
Jerome F. Defourneaux  
Henry L. E. Vix



## FOREWORD

Technological developments in the world today are progressing at a breath-taking pace. These developments demand an ever-increasing supply of competent managers, a demand which greatly exceeds the supply.

Traditionally management-conscious in its program administration, the Department of Agriculture is using TAM as a vital segment of its plan to meet this shortage of competent managers.

In TAM Workshops participants share the experience of top management in government, education and industry and are stimulated to think creatively and without preconceived ideas or conclusions.

This workshop, like 37 others held throughout the country, is the outgrowth of four TAM Institutes sponsored by the Department.

The program for the New Orleans Workshop was designed to give the participants training to increase their management skills and a broader understanding of management within the Department.

## ACKNOWLEDGMENTS

Our thanks to Earl Sharar who, as general chairman, spearheaded the program and kept it on schedule.

Plans and organization for the Workshop were developed by the Steering Committee whose membership included:

Dr. C. H. Fisher, Chairman  
F. M. Smith  
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Arrangements were made and outstanding speakers were selected through the efforts of the following committees:

### ARRANGEMENTS COMMITTEE

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Norman S. Bridges  
Frank I. Jeffrey  
Earl D. Sharar  
T. R. Turner

### SPEAKERS COMMITTEE

Earl D. Sharar, Chairman  
Frank P. Biggs  
Ralph Brown  
Samuel R. Morris  
F. M. Smith

Thanks to our host agency, Commodity Stabilization Service, for its excellent hospitality, for the use of its fine facilities, and for printing the workshop proceedings.

Our appreciation is extended to the excellent speakers who took time out of a busy schedule to give us the advantage of their thoughts and experience.

Our appreciation to the participants who worked in close-knit teams to report the proceedings faithfully, adequately, and rapidly to make immediate printing possible.

The production and distribution of this report at the final session represents one of the significant accomplishments of the Workshop. This achievement merits special commendation for the Editorial Committee.



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## WELCOME

By Host  
Frank P. Biggs

It is indeed a pleasure to welcome all of you. This entire TAM Workshop project has been a pleasure, not only to myself, but to all of us in the New Orleans CSS Commodity Office who have been working with other local Department people in planning and developing it.

As most of you probably know, our office is concerned primarily with the various cotton programs of Commodity Credit Corporation. The need for currently maintaining individual bale records on millions of bales of fast-moving cotton presents unique managerial problems. This Workshop is therefore of particular interest to us, as advanced training of the type we look forward to here is very important in the development of managerial talent and we expect to profit much from these sessions.

We want all of you to feel right at home during your stay here. If there is anything you need, just ask for it and we will try to accommodate you. One thing in our office which I think will be of special interest to you is our Electronic Data Processing Center. We are looking forward to showing you this installation sometime before the Workshop closes.

We look forward with you to an interesting and profitable TAM Workshop.

## INTRODUCTORY REMARKS

By Earl D. Sharar  
General Chairman

It is a privilege and an honor to preside as Chairman of this TAM Workshop. The Department of Agriculture is generally recognized as a leader among Federal agencies in the development of a strong career service concept among its employees. Training in Administrative Management (TAM) is now a tradition in this Department. Whether in the form of an Institute or a Workshop it is steadily assuming an increasingly important role as an in-service training device.

I welcome each of you to a week of learning that I know will be useful to you and in turn useful to your agencies.

The objective of TAM, to improve Department-wide administration through training in administrative management principles and procedures, moves closer to realization with the completion of each Institute and each Workshop.

Participation in a Workshop is a privilege and an honor. Selection is accomplished by agency nomination from among those who exhibit aptitude, an interest or potential in the field of administrative management. That in itself is significant.

By attending this Workshop you may expect to receive:

1. An opportunity to hear and become acquainted with management leaders, both in and out of the Federal Service - men who are pre-eminently qualified through training and experience to make a real contribution to your thinking and your knowledge in this area.
2. An opportunity to discuss administrative or management problems with individuals in other agencies of the Department, thereby enabling you to compare and evaluate your own thinking.
3. An opportunity for guided and authoritative instruction on management principles.
4. An opportunity to become more familiar with the semantics, current literature, and the thinking in modern management.

The Department should receive from you as a participant:

1. Improved job performance and continued development of your potential and your interest in management.
2. Your contribution to the ever increasing fund of administrative and management information that is accumulating and will ultimately have general application and use throughout the Department.
3. Your membership in a corps of better trained management-minded people who can and will utilize that training and experience for the common good of the people we serve.



## MOTIVATING AND DEVELOPING EMPLOYEES

by Ernest C. Betts, Jr.  
Director of Personnel, USDA



Mr. Betts was born on a farm at Hillsboro, Wisconsin and was educated at Platteville (Wis.) State Teachers College and the Vernon County Normal School at Viroqua, Wis. He entered Federal Service in 1939 and 17 of his 20 years service has been with the U. S. Department of Agriculture. Mr. Betts was appointed Director of Personnel for the Department in 1956.

Summarized by Floyd F. Terranova  
and Glavis B. Edwards

### DIGEST OF TALK:

#### I. Motivation: Factors in motivation -

- A. Study each person as an individual.
- B. Provide the right climate or stimuli to motivate employee himself.
- C. Recognize employee desires in providing this climate.
- D. Correct improper attitudes.
- E. Establish high but attainable goals; establish secondary goals.
- F. Give proper counsel and leadership to promote executive development.
- G. Show sincere interest and desire to assist and understand.
- H. Set the example for others through your enthusiasm for the common goal or objective.

#### II. Developing Employees:

- A. Fundamental basic urges of employees are:
  - 1. Security
  - 2. Procreation
  - 3. Self-assertion
  - 4. Sense of accomplishment
- B. Each employee needs improvement - can be accomplished through formal training, self-training, self-development, and constant practice.
- C. Management must provide assistance in resolving or minimizing the conflicts which the employee encounters in attempting to achieve his goals. This can be accomplished through training (professional job requirements and human relations) and motivation toward obtaining excellence in his work.
- D. Aid the employee in setting realistic goals, keeping in mind his experience and academic training.

E. Reasons why training and development programs fail:

1. Inability to plan.
2. Outmoded hiring techniques.
3. Lack of top-level support.
4. Failure to budget or provide adequate resources for training.

F. Responsibilities of an employee development program:

1. Line responsibility.
2. An individually centered program.
3. Appraisal of the needs of the person to be trained.
4. Separate promotion plans from development plans.
5. Decentralization.
6. Responsibility of the individual for development of his own self.

G. Self Development:

1. All employee development is self development.
2. Employees must overcome normal desire to resist change.
3. Employee's development must be guided to prevent his following the path of least resistance.
4. Management climate must permit fullest development of employee potential.
5. Employees should be stimulated in the exercise of imagination, creativeness, and progressive thinking.

H. Techniques for encouraging self development:

1. Put people on their own to the maximum extent.
2. Advise and direct employees on the job.
3. Provide incentives for self improvement and self development.
4. Let the individual carry the ball.
5. Develop a sense of pride in his work.

In summary, supervisory management must plan for employee development, recruit properly, provide resources for training programs, and obtain top management support. After creating this suitable climate, management must encourage and persuade employees in self development by delegating authority, increasing responsibilities, and by providing proper incentives, training and guidance.

## DISCUSSION

O. W. Salisbury, Moderator

"Country Club Atmosphere" is not conducive to providing suitable challenge to the employee. Should have balance between this work situation and that of the tyrannical supervisor.

Standards of performance established must be mutually acceptable to the employee and the supervisor. Management must, however, set a reasonable standard and not condone

inefficiency. Standards should change as status of training and development improves.

In selection of employees for specialized training, aptitude and attitude tests should be used only as tools and not as the determining factors for the selection.

Delegation of responsibility versus meeting deadlines - let employee make as many decisions as possible, then follow up on the decisions. If he repeatedly uses bad judgment, then he must be replaced with a better man.

In evaluating progress of development, the employee must be kept informed at all times of where he stands. Lends opportunity for making constructive criticism and handling out praise when due.

Changing attitudes of employees is difficult but not impossible. It is a gradual thing. The change has to be self-generated after the need has been pointed out.

Too many decisions are made topside which should be made down the line. Get people to accept their portion of responsibility through training and development.

Management has to accept the fact that there will be a number of unambitious employees in any organization. It's the supervisor's responsibility to get as much out of them as he can and take action if they do not do acceptable work. If they are blocking the advancement of other employees, unblock the channel by reassignment.

Employees who are afraid of responsibility will acquire confidence through training and development. Some receive substantial benefit from special courses in human relations.

When an organization has more promising employees than it can provide advancement opportunities for, it should consider the government as a single employer and allow them to move to organizations which can utilize their higher skills. This is being accomplished somewhat through extension of the areas of consideration for promotion.

## SOLVING PROBLEMS SYSTEMATICALLY



By Dr. G. Ralph Smith  
School of Business Administration  
Loyola University

Dr. Smith was born in Utica, N. Y. He was educated first at Hamilton College and later at Syracuse University where he was awarded the Ph D degree. Dr. Smith taught at Syracuse University and State University of New York. In 1955, he joined the staff at Loyola University as Assistant Professor of Management in the College of Business Administration.

Summarized by Bernard Boyle  
and C. E. Cue

Dr. Smith introduced his topic with the comment that problems are not new. We have had them as long as we have had people.

### I. Introduction - Traditional methods (no formula)

- A. Empiricists - Fundamental nature of data - exclude other aspects.
- B. Rationalists - Power of reason is emphasized.
- C. Pragmatists - Combine above and emphasize role of objectives.

### II. Levels of Thinking

- A. Routine or Habit - Job know-how (standard operating procedures; memory for techniques and formulas).
- B. Problem Solving - Specific organization practice.
- C. Creative - Insight and imagination.

### III. Initiation of Inquiry Most Difficult Part

- A. Superficial or erroneous beginning is not offset by rigorous investigation in later stages.
- B. Method that works in one instance will not necessarily in another.

### IV. Fundamental Differences in Methods Used to Solve Problems

- A. Induction and Deduction
- B. Principles of Cohen & Nagel include tenacity, authority and intuition.
  - 1. Not empirical intuition of immediately apprehended fact but theoretical intuition of supposedly self evident postulates.
  - 2. Stress going to hypotheses immediately and verify (or denounce) them by trial and error: never by studying facts alone to ascertain truth.



### C. Principles of John Dewey

1. Futile to gather facts until one knows which facts are applicable.
2. To suggest hypotheses may be only to suggest irrelevant projections because character of problem is not known.
3. Thus inquiry must begin with what one has, viz. the problem.

### V. Analysis of Problem

#### A. Problem situation must be reduced to relevant factual situations .

1. Such is applicable to natural sciences problems of facts; to analysis of value problems in moral philosophy; and to normative aspects of the social sciences .
2. Scientific method (observation, description and classification) useful for problems of value as well as fact - process is much longer but must be accomplished if normative statements are true rather than merely persuasive and stated as true . Resolutions follows by these systematic steps:
  - a. Selected by observation
  - b. Expressed in terms of concepts that leave no semantic problems themselves
  - c. Systemized by classification

#### B. Deductively formulated theory, which permits introduction of unobservable entities and requires use of formal logic, involves:

1. Hypotheses and concepts by postulation.
2. Reasoning which in turn involves abstraction, generalization, judgment and finally the comparison of two objects, persons, or things through their relation to a third object, person or thing.

### VI. Operations Research

#### A. Definition is overall understanding of optimal solution to executive-type problems in organization .

1. Executive-type problems - result of functional division of labor in an enterprise .
2. Each functional unit has its purpose in being to contribute to overall objective of organization .
3. But it develops its own objectives and these objectives often come in conflict with other units' and overall objectives .

#### B. Research team is composed of anywhere from three to eight persons which include:

1. Someone proficient in physical sciences .
2. Someone proficient in mathematics .
3. Someone who knows something about the problem .

#### C. Phases of O. R. project.

1. Formulate the problem - take in as broad scope of objectives as possible in general terms; research problem is which alternative course of action is most effective relative to set of pertinent objectives .



2. Construct mathematical model to represent system under study.
3. Devise solution from model.
4. Test model and solution devised from it.
5. Establish controls over solution.
6. Put solution to work.

#### Mathematical Model

$$E = f(X_i \ Y_j)$$

$E$  = effectiveness of system

$X_i$  = variables subject to control

$Y_j$  = variables not subject to control

Restriction on values of variables may be expressed in supplementary set of equations.

### DISCUSSION

Carroll L. Hoffpauir, Moderator

Many persons like to duck decision-making responsibility. The committee method of decision-making, like the consultative management approach, leads to inefficient management when it results in decisions not being made. The Edisonian scatter-gun approach to problem solving is permissible if you are an Edison. However, we must remember that Edison worked very hard and had an unusual capacity for work. A recent conference on creative thinking was sponsored by Loyola University. The conference could not determine whether brain-storming was any more productive than individual thinking in problem solving.

## PROGRAM PLANNING AND EXECUTION

By Dr. Byron T. Shaw, Administrator  
Agricultural Research Service



Dr. Shaw was born at Paradise, Utah, September 7, 1907. He was educated at Utah State University where he received his BS and LLD degrees and Ohio State University where he was awarded the PhD degree. In 1943, Dr. Shaw was appointed senior agronomist in the U. S. Department of Agriculture and in 1952, following a series of promotions, was named Administrator of the Agricultural Research Service.

Summarized by E. J. Peyton  
and J. R. Wood

To plan the conduct of USDA programs, and then to see that they are carried out, is the basic job of administrators in the Department of Agriculture. It's a job we're all involved in -- whether we are agency heads, staff assistants, or people with administrative responsibilities in agency divisions and branches. Of course, we don't all have the same kinds of jobs or the same responsibilities for program planning and execution.

Generally, we recognize these three rather separate categories of administrative people:

1. Broad Management - This includes personnel budget and finance, and administrative or business services.
2. Action Management - Those who administer action programs.
3. Research Management - Those who administer research programs.

Administrators from all three of these groups must cooperate in planning and carrying out major programs. It's essential for each of them to appreciate the viewpoints of the others.

The money spent for research by American industry increased from less than \$4 billion in 1953 to \$6.5 billion in 1956. This year it will probably total more than \$7 billion -- about double the amount spent only five years ago. In the Department of Agriculture, personnel and funds devoted to research have increased by 2.5 times since the end of World War II.

As more money, more materials, and more men have gone into research, it has become more and more organized. But proper organization of research has become increasingly important for getting the most out of our expanded research resources.

The larger the scope of a research program, the more important good planning becomes -- to minimize delay and waste, and to insure that funds, facilities, and personnel are employed as effectively and economically as possible.

There is really no question about whether research should be planned. Planning and research are inseparable. Certainly in the Department of Agriculture most research is planned in minute detail.

From the administrator's standpoint, the job of research management can be described in terms of three main problems:

1. How do you decide what research is to be undertaken?
2. What funds, facilities, and personnel do you need, and how are you going to get them?
3. How can these research resources be used to best advantage?

In planning a program, the most important resource is the human one - personnel. The type of personnel available has a direct bearing on the results of the program.

In program-serving management work, as well as in research and all programs, we need alertness to new possibilities, an open-minded and imaginative approach, flexibility, a continuing search for better ways of doing things to achieve our program objectives and better serve the public interest.

## DISCUSSION

N. B. Knoepfler, Moderator

A change in top level personnel does not necessarily mean that there should be a lag in any program. It has been said that the best place to invest money is in a business where you know who will succeed the current president. In such an organization business will go on as usual; only the presidency changes.

All programs should allow for flexibility since problems that are not foreseeable when the program was planned may arise, changes may have to be made to meet emergencies, and it may be necessary to change personnel. Also, programs must be adjusted to meet changing conditions.

Although problems arising in research areas are becoming more difficult to handle than those in prior years, through better training of research personnel, more production per worker in total effort is now possible.

The need for sub-professional help is greater today than ever and is currently our No. 1 priority in furnishing assistance to the personnel actually involved in research work. Even all administrative problems should be considered on a level to enable a researcher to do only research work. This will pay dividends in the end.

Research programs may be re-evaluated every 1 to 4 years and all programs must be re-evaluated every five years. There is usually a 3.5 year to 4 year period between re-evaluations.

## THE MANAGER AS A HUMAN RELATIONS PRACTITIONER

By Dr. Michael H. Mescon  
Associate Professor of Management  
Georgia State College  
of Business Administration



Dr. Mescon was born at Toronto, Canada, September 19, 1931. He was educated at the University of Miami where he received his BA and ME D degrees and New York University where he was awarded the Ph D degree in the area of human relations. Dr. Mescon is Associate Professor of Management, Georgia State College of Business Administration and serves as a Management Consultant to the U. S. Forest Service.

Summarized by  
J. A. Cox and Neal Dry

Dr. Mescon developed his thesis around two hypotheses:

1. The success of an organization is dependent upon the selection, recruiting, training and developing of individuals who are to wear the mantle of administrator.
2. A successful administrator is "one who is able to accomplish predetermined objectives through the efforts of others."

An administrator's or leader's ability to "get the job done" is more important than background and/or paper credentials.

Ability to help the organization attain its goals and objectives does not necessarily qualify a man as a leader. He must satisfy needs of the people. He must get the job done. It is imperative that he know what the people want.

Empathy is the key to the whole problem of manager-leader-worker relationships. A leader must know his people and their wants. He must be able to see the problem from their point of view. He must empathize, or "put himself in the other man's place."

Scientific studies show that very few managers know what their people want. These studies proved that the things the workers want do not correspond to what the managers thought they wanted.

Dr. Mescon stated that you have to know what it is that your people want. You will remain a leader as long as the people think that you are supplying their needs. A successful supervisor will satisfy the needs of the individual, the group he is supervising, and his organization.

A person assuming the role of manager is not necessarily the accepted leader of a group. Very few people can function as leader and manager. However, it would be highly desirable for a person to be both a leader and a manager.



To solve the leadership problem:

1. Eliminate stereotypes.
2. Maintain an objective manner or attitude - let the chips fall where they may.
3. Keep the organization's goals and objectives in sight - keep your eye on the ball.
4. Seek, train and develop individuals.

There is no known positive correlation between morale and productivity. Good morale is desirable and in many cases may reflect high productivity.

## DISCUSSION

Ralph Brown, Moderator

People want fairness, a good system of rewards and punishment, and predictability in their managers. Recognition from management is not necessarily coupled with opportunity for advancement. Professional people place more emphasis on monetary rewards than do workers, but they would not place money as a primary objective. Professional people probably want to advance for the purpose of attaining prestige, status, opportunity for advancement, power and authority.

Depth interviews and efficient communications up and down the line of authority can be used on a large scale to determine accurately what the people want. Know the structure within your group. Recognize that there are indigenous leaders and know who they are.

Dr. Mescon terminated the program with the following statements:

1. Management frequently does a poor job educating the worker as to fringe benefits, etc.
2. Do not give people anything they do not ask for.
3. Do not assume people want something.
4. Do not involve people in something they do not want to be involved in.
5. Do not try to satisfy all the people.



## PURPOSE AND FUNCTIONS OF MANAGEMENT

By Ralph S. Roberts  
Administrative Assistant Secretary  
U. S. Department of Agriculture



Mr. Roberts was born in Utah. He attended the University of Utah and the George Washington University whose Law School awarded him the LL B and LL M degrees. Mr. Roberts entered Federal service in 1928 and after service in a number of Departments and Agencies he joined the U. S. Department of Agriculture in 1941. He was appointed Administrative Assistant Secretary in 1953.

Summarized by Frank G. Dollear,  
Theodore D. Doiron and Gerald M. West

An improved or better government can be achieved only through better management; and better management depends upon better managers -- that is, better leadership. Good tools are invaluable; they are essential to getting the job done. But the tools themselves are not enough. They must be in the hands of people who are able managers, and who know what leadership means.

The dictionary defines management as the "judicious use of means to accomplish an end." There are three elements in this definition: the "end" -- the objective to be achieved; the "means" -- the manpower, the money and the material available to do the job; and "judicious use" which calls for prudence and the exercise of sound judgment.

Luther Gulick placed functions of the executive in seven categories, namely, planning, organizing, staffing, directing, coordinating, reporting, and budgeting. Charles E. Wilson, of G. E., explained his concept of management in four words: analyze, organize, deputize, and supervise.

The public nature of government, as expressed in the term "public interest," differentiates government from private business activities. Government must be led and operated by men whose breadth of vision, and whose sense of duty, transcends those of the private individual whose principal objective is the increase of his own profit. No action that a government official takes is immune to public debate. This type of "gold fish bowl" operation does present for the government administrator problems not faced by the business executive. It tends to focus responsibility on top executives in government no matter what delegations may have been made to people down the line. While management tensions in private business at times undoubtedly become acute, in the main they tend to concern themselves with matters that are less fundamental than those that occupy the attention of many executives in government. There is one all-prevailing influence in government operations that is absent in private business. Congress serves as overseer of the executive branch of the government.

The functions and responsibilities of top management in government are: (1) to harmonize conflicting views and competing interests; (2) to participate in determination of policy;

(3) to interpret policy in general terms; (4) to symbolize the administrative program; (5) direct implementation of the program; (6) to assume responsibility for the administrative organization; (7) to appoint top officials in the agency; (8) to coordinate the administrative machine; (9) to facilitate legislative relationships, and (10) to maintain public relations.

"Middle management" is responsible for: (1) translating general policy into action programs; (2) gearing organization to the job to be done; (3) gearing manpower to the organization; (4) controlling operations, i.e., program activities, set standards, and review achievements; and (5) directing operation of the administrative machine.

With these kinds of functions to be carried out in government, leadership qualities required must include: (1) a capacity for abstraction -- for generalization; (2) intelligence and imagination; (3) an orientation toward government; (4) a sense of purpose and direction; (5) a political sense or "feel"; (6) skill in negotiation; (7) facility in communication; (8) ability to judge men; (9) a willingness to accept responsibility; (10) decisiveness combined with flexibility; (11) ability to delegate; and (12) a tough skin and a capacity to "roll with the punches."

In the coming decades, top management in government must possess, more so than in the past, a fundamental understanding of the main forces at work in our society, and a proper perspective of the role of the government executive in promoting the public weal.

We can and should encourage a greater public interest in government and in the manner in which government responsibilities are discharged.

We can and should develop a greater public consciousness of the obligation of the individual citizen to render a public service.

We can and should encourage young people who are planning their educational curricula to prepare themselves for a broader understanding of the diverse forces at work within our society and to recognize their interrelationships, thus to enable them to cope with complex governmental problems in a rapidly changing world.

We can and should develop a business-government relationship that will inspire and encourage active participation of business executives in governmental affairs.

In selecting potential managers, we must be sure that they are outstanding in such vitally needed traits as: (1) judgment; (2) initiative; (3) productivity; (4) ability to contribute productive ideas; (5) ability to work with other people; (6) ability to organize work; (7) ability to develop people.

Recognition of "human relations" is essential. Executive and supervisory personnel can discharge their responsibility and achieve their objectives only by working with and through people. Executives must learn, says Mr. McCaffrey of International Harvester, that they have with people the same general problems of preventive maintenance, premature obsolescence, or complete operational failure that they have with machines, only the personnel problems are very much harder to solve.

The greatest of all arts, it is said, is the ability to create circumstances which cause people to want to produce to the maximum of their capacity, not because they have to, but because they want to. That, today, is one of the principal purposes and functions of management.

Governmental functions and organization provides opportunity, indeed even temptations, to become self-contained and to resent and resist intrusions from the outside. In Government, the bigness of the organizational structure encourages over-caution and discourages initiative and risk-taking; it sometimes is prone to lose touch with national tastes, and with the public will. Avoidance of these natural tendencies and pitfalls of bureaucracy is one of the truly important purposes of management in government. In carrying out the obligation of public accountability, management in government must determine how to test the product of the government's machine in relation to public wants.

## DISCUSSION

Kenneth M. Decossas, Moderator

During the discussion it was brought out that the absence of profit makes a difference in the functions of management by government. Employees should be on the alert and extremely cautious in the management of public funds.

Critics are unfair to management in government, but much of this is due to imposed controls by Congress and governing agencies who are under close scrutiny of the general public. The public administrator works in a glass house, but should perform his duties without regard to such public criticism (this, of course, is difficult).

It was agreed that both industry and government have public relations problems. Although the government is not selling a product, public relations is a large problem since the employee is under surveillance of the public at all times. Government and industry have public relations problems of about the same magnitude, but they differ in character.

In discussing the difference between industry and government planning, it was agreed that Government has been slow in long range planning, perhaps because planning in government must be in budgetary terms. However, we are planning further than most small businesses and it is believed that more over-all or "total" planning is being done by the government than in industry.

The government may not be as alert as it could be to a standard code of ethics, but it is believed that government employees will show up well against employees in industry. Such a code probably is not needed as much in government as it is in private industry because of the consistently high quality of people hired in government. Nevertheless, the character of employment and public relations demand that we have some such ethics to provide disciplinary action if and when there are any deviations from the prescribed code. Efforts are being made to develop such a code of ethics; if we don't do it -- Congress will do it for us.



## TRENDS AND EFFECTS OF AUTOMATION IN MANAGEMENT

By G. E. Mallory  
Federal Agency Representative, IBM



Mr. Mallory is a native of New York State and a graduate of Baylor University, where he majored in Accounting. He joined IBM in 1950 at Austin, Texas, and in 1955 was transferred to New Orleans as IBM representative to the Federal Government. Since 1957 Mr. Mallory has been assigned to the Commodity Stabilization Service Electronic Data Processing Center.

Summarized by W. H. Bennett, G. E. Cavin,  
and G. M. Judson

Mr. Mallory traced the history of the development of electronic data processing machines. He described how each new machine differed from its predecessor and pointed out that the trend was for increased storage capacity and speed. A movie entitled, "The Information Machine," was shown to supplement and illustrate the historical development of data processing.

He discussed three types of technological developments:

1. Nuclear energy - which increases the amount of energy available to do the world's work.
2. Automation - which greatly increases man's ability to use tools.
3. Computers - which multiply man's ability to do mental work.

Of the three, computers may give the greatest benefit to man.

The first big development was standardization of parts and assembly-line production.

Mechanization and automation have made possible tremendous strides in manufacturing processes but their application to office routines and processes have not kept pace. Executives are realizing that the door to automation in the office must be opened.

Electronic data processing machines offer advantages in two major fields: system improvement and management improvement.

System advantages are:

1. Elimination of duplicate and costly intermediate records.
2. Simplified accounting controls.

3. Improved operating schedules through increased speed.
4. General reduction in manual operation, resulting in greater accuracy.
5. Substantial savings in personnel and record-keeping space.

Management advantages are:

1. More timely control information available for almost instantaneous action.
2. More and better management facts on which to base decisions.
3. New techniques of forecasting or predicting by simulating the effects of a major decision prior to making it.
4. Reduction of inventories through faster and more complete availability of data.
5. Management by exception rather than by detail.

Management must learn the capabilities and limitations of equipment, and the needs and characteristics of the people who program and operate the machines. Managers looking to the future must prepare themselves to meet the challenging problems ahead as electronic systems find their places in our everyday lives.

## DISCUSSION

P. C. Lightle, Moderator

Oftentimes serious personnel problems arise when converting to mechanization but they soon resolve themselves when employees become acquainted with machine operation.

Where multiple users are present, the system should be set up under top management, independent of divisional lines.

If equipment of this type is used, supervisors should receive sufficient training to at least understand the capabilities and limitations of the machines.

The release of highly trained scientific personnel for more productive work is an important consideration in determining the desirability of using EDPM for analyzing scientific data.

WASHINGTON MANAGEMENT ASSISTANCE TO FIELD  
OPERATION EFFICIENCY



By Frank R. McGregor  
Deputy Administrator for Operations, CSS

Mr. McGregor has had wide experience in administrative procedures during his years of civilian work and Federal service. He was responsible for setting up the small business program for the Department of Defense and was Chief of Field Management for the War Production Board where he organized and operated its 118 field offices. He is currently Deputy Administrator of Operations, CSS and Vice President in Charge of Operations for the Commodity Credit Corporation.

Summarized by E. R. George  
and C. R. Shambley

Mr. McGregor discussed the relationship between the Washington Office and its field offices. His talk embraced the responsibility that the Washington office has to its field offices, and the responsibility the field office holds for the organization as a whole. The success of any organization depends on the relationship between the Washington office and its field units. Good relationships will depend on a clear-cut understanding as to the primary mission, duties, responsibilities, and procedures to be followed.

It must first be understood that the field offices are not the "lowest" echelon of organization - in fact, they are the farthest toward the front and generally are the contact point for customers, beneficiaries of service, or whatever is the product of the work organization.

Washington or other headquarters offices can do most to assure success of the over-all job of the organization by making it their mission to facilitate in every possible way the work of the field offices. They must ascertain that each field unit has everything that can be obtained that will assist that office in doing an effective and economical job.

In essence:

1. Washington should not attempt to run the details of field office operations. They cannot do a good job at such a distance.
2. It is the responsibility of the Washington office to clearly outline to the field office the job it is to do.
3. There must be a delegation of authority from the Washington office to the field office which is fully commensurate with the assignment of responsibilities to field office. There must also be a definite chain of command.
4. The Washington office is responsible for providing field offices with complete, clearly stated instructions, procedures, and policy guidance.
5. Instructions and procedures provided field offices should be usable and current.
6. The Washington office should provide the field office with an organization and key staffing pattern adapted to its work and capable of performing the responsibilities assigned to it.



7. An adequate number of workers should be provided to carry the workload of the field office.
8. The Washington office should insist on and aid in the establishment of a good, down-to-earth and continuous training program for field office employees.
9. Modern, up-to-date working space and equipment should be provided field offices by the Washington office.
10. Money to run field offices generally is provided through budgetary processes handled at the Washington level and is the life blood of the field office. The amount of money provided should be adequate to do the necessary work in the field office.
11. The Washington office should provide specialized technical assistance to field offices in a number of important fields of management. These technicians should go to the field offices, sit down with operating personnel and work out with them any problems they may have.
12. The top Washington official in charge of field office operations can do much personally to give management assistance to field offices, such as holding regular meetings of field personnel handling similar problems; take all necessary steps to be sure that field office inquiries and correspondence are handled promptly and with careful consideration; and he should keep himself up-to-date on their problems by personal visit, telephone contacts, reports of field visits by management technicians, and correspondence.
13. Another important way in which the Washington office can be of management assistance to field office operations is to consult with field office personnel to get their viewpoints before making broad management decisions.

## DISCUSSION

Herbert C. Bradshaw, Moderator

Mr. McGregor stated that he did not feel that the method used in establishing wage rates for Wage Board employees would be appropriate in arriving at proper rates for executive or administrative level government personnel. However, he indicated that salaries of executive personnel in government are lower than those for persons performing comparable work in private industry. Mr. McGregor also went into further detail on the following topics:

1. Formal short courses in letter writing and procedure writing are desirable and these already have been instituted in CSS.
2. The work-measurement program in CSS is important and it forms, in part, the basis for decisions on such matters as quantity of staffing and budget planning. Recognition was given to the fact that in some types of operations work measurement is difficult and perhaps in some areas is not possible at all.
3. On the question of visits by Washington personnel to field offices it would be desirable to have "generalists" rather than "specialists" make the visits to avoid visits of numerous persons wherever this may be practical. Visits by "generalists" would be of great help to them in understanding field operations as well as beneficial to the field offices.

4. In addition to the differential in salary scales one of the big differences between government and private industry is the difference in size. The size of government so overshadows the size of industrial concerns that it makes action more difficult and results in actions more far-reaching. The government executive has a great deal of authority simply because of the size of government.
5. A safety program is very important since employees may sometimes disregard consequences to themselves in performing hazardous work. This should be discouraged both for humane reasons and because of the great cost of crippling accidents.
6. There can be no stereotyped pattern for the organization of field offices in many cases. Operations vary from office to office and so must the organizational pattern. Work-measurement figures and recommendations of field office heads are salient considerations in organizational planning and staffing.

## PANEL DISCUSSION



W. V. Gill, Director, 8th Civil Service Region

Mr. Gill was born June 8, 1915. He majored in Government at Havard University where he received the BA degree in 1936. He began his federal career in 1939, and has held technical and management positions with the Civil Service Commission since 1941. Mr. Gill is currently Director of the Eighth U. S. Civil Service Region.

Moderator



L. N. Stewart, Chief, Buildings Management Division, GSA, Dallas

Mr. Stewart is a native of Texas. He graduated from Texas Technological, Lubbock, Texas. He has been in the Government service for sixteen years, and with General Services Administration since its organization in 1949. Mr. Stewart is Chief, Buildings Management Division, GSA, Dallas, Texas.

Panelist



H. C. Barton, Regional Manager, GAO

Mr. Barton is a native of Cowden, Illinois. He received his BS degree in Business Administration from the University of Alabama. He also attended Jones Law School. Mr. Barton served as Certified Public Accountant in industry before joining the Regional Office, of the GAO in 1953. Since 1956, he has been Regional Manager, United States General Accounting Office, New Orleans.

Panelist

## THE ROLE OF STAFF AGENCIES IN GOVERNMENT OPERATIONS

By W. Vernon Gill

The comments of the moderator and the panelists were summarized by Mayer Mayer, Jr., John C. Pritchett and George A. Trinchard, Jr.

The relationship between Staff Agencies and Line Agencies is an old one and is the same as the relationship within the separate agencies.

For each staff agency there are several roles: the role it thinks it plays; the role the Congress thinks it plays; and the role the operating Departments thinks it plays. Of course the truth lies somewhere within these three.

All administrative organizations either public or private are best drawn in terms of end purpose. The customer or product can be thought of as the center of a circle. Surrounding these are the 10 Departments and the 60 odd Agencies which all operates toward benefiting either the customer or the product. The framework within which these Departments and Agencies operate is the Constitution administered by the President through the Staff Agencies.

The role of the Civil Service Commission is divided into two elements:

1. The old role involving centralized staff operations and comprising
  - a. guardian of the Merit System
  - b. open competitive exams and certification of eligibles
  - c. classification of jobs
  - d. service record, files and status determinations
  - e. retirement system
2. Today's role involving decentralized operations and comprising
  - a. set standards
  - b. delegate authority
  - c. provide guidance
  - d. check up on operations

The functions of today's role of the Commission are as follows: recruiting and testing; investigation; inspection and classification audit; appeals; programs and standards; and centralized sessions.

The future role of the Commission is uncertain since on one hand we have the "Watch dog" forces and on the other one the "Executive" forces. The "Watch dog" forces include such groups as the veteran organizations and the employee unions. The "Executive" forces consist of such groups as the National Civil Service League and agency executives and administration leaders. These two opposing forces will undoubtedly help to maintain a balance between centralization and decentralization.



## THE FIVE ARMS OF THE GENERAL SERVICES ADMINISTRATION

By L. N. Stewart

As a Staff Agency of the government, the GSA conducts its business largely with other government agencies and its contact with the private enterprises is limited to only those associations necessary to perform services for the other agencies of the Federal government. The General Services Administration is not a policing agency, and strives continually to be of service rather than to be an obstacle to the line agency operations. As a servicing agency, it serves as a coordinator and advisor to aid the line agencies in satisfying the public need.

An understanding of the General Services Administration can best be drawn from a description of its five specific arms or major services which are enumerated below:

1. Public Building Service. This is the real estate arm of the GSA, which maintains some 5600 buildings occupying an area of 109 million square feet, 60% of which is office space housing government agencies. This is an active arm of the organization.
2. Federal Supply Service. An active and consulting arm of GSA which has as its purpose to make available the varied merchandise required by government agencies in a consolidated effort. Included in the service group is the control and maintenance of government vehicles.
3. Records Management Service. As a consulting service of the GSA, this group engages approximately 700,000 government employees in the preparation, disposal and maintenance of the records of government agencies. Records in custody occupy 15-1/2 million cubic feet of space. Service is rendered to agencies relative to files and document control and procedure.
4. Defense Material Service. Main function of this segment of GSA is the handling of 34 million tons representing 100 items of strategic materials worth \$8 billion in stockpiles throughout our nation for use in case of national emergency. This is our peacetime insurance policy.
5. Transportation and Public Utilities Service. This consulting arm is concerned with the transportation of things and the operation of utilities required by various agencies. Approximately \$3 billion dollars was spent last year on transportation of things by government agencies.

The General Services Administration is definitely a service organization and above all considerations is ready to provide services to government agencies whenever required.



## THE GENERAL ACCOUNTING OFFICE IN GOVERNMENTAL OPERATIONS

By H. C. Barton

### Principal Functions of the General Accounting Office:

1. Prescribing accounting principles, standards and related requirements.
2. Carrying out cooperative accounting systems development and reviewing agency accounting systems.
3. Making audits and investigations
4. Rendering legal decisions.
5. Settling claims
6. Rendering legislative reports.

Since most of the participants are engaged in field activities, the function of auditing and investigating is the topic of this discussion. In the management action of Planning, Organizing, Motivating, and Reviewing, it is the function of reviewing wherein the activities of the General Accounting Office are included. GAO is a tool of Congress in reviewing the efforts expended by the various government agencies.

In order to best review the activities of the various agencies in accordance with the Government Corporation Control Act passed in 1945, the Comprehensive Audit Approach was adopted, superceding the Centralized Voucher Audit method of review. The purpose of a Comprehensive Audit is to determine how well the agency or activity under audit is discharging its financial responsibilities, such as the expenditure of funds and the utilization of property and personnel in the furtherance only of authorized programs or activities and the conduct of programs or activities in an effective, efficient and economical manner.

The comprehensive audit includes a study of pertinent regulations to ascertain the intent and scope of the agency's activity, its authority and its responsibility; a review of the policies established by the agency; a review of procedures, practices, forms of organization and other elements of internal control; a review and analysis of receipts and revenues, expenditures and utilization of assets; examination of individual transactions, confirmation of balances and physical inspection of property; exploration and full development of all important deficiencies encountered and the presentation of appropriate recommendations for corrective action.

The satisfactory completion of this type of audit also provides assistance to Appropriation Committees and the Bureau of Budget and furnishes more satisfactory comments to the Congress. While GAO auditors are not empowered to direct changes in policies, procedures and functions, they do observe opportunities for improving efficiency. At present GAO is in a transitional stage between the older pattern of centralized audit and the more advanced pattern of carrying out audit work at the site where operations are conducted and records are maintained. In addition to comprehensive audits, GAO conducts other site audits and centralized audits where required.

The results of GAO examination during visits to military assistance advisory groups or other military missions abroad were summarized in a report to Congress in August, 1957. In the report was stated a belief that further attention to the following matters by the Department of Defense was required:

1. Unrealistic force objectives.
2. Need for development of long range program plans.
3. Programming deficiencies.
4. Need for Internal Audit.
5. Inadequate management controls resulting from accounting and reporting procedures.
6. Deficiencies in spare parts support.

It is concluded that the auditing role of the General Accounting Office in governmental operations is that of fact-finding and reporting. Cited in the 1957 Comptroller General's Report to Congress as some of the more important services rendered Congress and the agencies during that year by the GAO were: assistance to Congress by testifying before various Congressional Committees; assistance to the agencies through Audit Reports, Joint Accounting Improvement Programs, and government-wide fiscal procedures; and Legal Decisions regarding civilian personnel, contracts, military matters, claims, transportation, etc.

## DISCUSSION

L. W. Mazzeno, Jr., Moderator

In the discussion following the panel presentation, Mr. Barton pointed out that the GAO had no enforcement powers but that instead, recommendations or suggestions were included in their reports to management. In connection with the comprehensive audit Mr. Barton stated that this type of audit was well received by management. In conducting audits, GAO often reviews the internal audits conducted by agency personnel and accepts findings where reports are found to be in order.

Mr. Gill, in discussing the new promotional program of the government stated that agencies would exercise latitude of judgment provided that they met the standards set up by the Commission and that these standards were instituted prior to January 1, 1959. The subject of job classification and its relationship to pay was discussed and Mr. Gill reiterated the policy of classifying the position and not the employee.

Mr. Stewart explained the approach now being used by GSA to utilize numerous area managers who visit agencies to determine building needs and services. This more realistic approach has resulted in upgrading space and service in government-owned buildings and rental space, and has led to more efficient operation of facilities. Recently there has been an increase in the funds for upgrading facilities based on the square footage utilized. This upgrading is carried out where the need is greatest.

## GETTING ACCEPTANCE OF RESPONSIBILITY



By Frank H. Spencer  
Executive Assistant Administrator  
Agricultural Research Service

Mr. Spencer is a native of New Jersey. He attended the Washington School of Accountancy, LaSalle Extension University of Chicago, and Alexander Hamilton Institute of New York. He has served since 1917 in administrative management positions in the Department. Mr. Spencer is now Executive Assistant Administrator, Agricultural Research Service, U. S. Department of Agriculture.

Summarized by J. Lamendola,  
Mrs. Valmae Robertson and Mrs. Rogenia Trotter

C. W. Kennedy, Moderator

Responsibility is one of the most important concepts of society. It is a mark of maturity. We have no greater single problem than that of getting individuals and groups to accept the responsibility which is theirs in meeting specific situations.

There are certain fundamentals on which any program to secure acceptance of responsibility must be conditioned:

1. Sound character is a prerequisite. We cannot expect acceptance of responsibility by a person who is basically irresponsible. We must also recognize that responsibility in itself is not a static thing. An employee cannot really feel much interest in his job unless he feels that it has responsibilities, nor can management operate a proper career program without recognizing that even the lowest level jobs are filled by people who have potentialities.
2. Adequate preparation. This does not mean just training in subject-matter and in techniques but more particularly education along the line of accepting responsibility.

There is no one program that will work satisfactorily under all conditions. There are, however, certain factors that tend definitely to promote the acceptance of responsibility:

1. Assignment understanding. No supervisor is justified in thinking that he has discharged his responsibility to a new employee until he has gone over with him in detail the work which he is to do, explaining the various operations, demonstrating them, and observing while the new employee himself carries them out.
2. Performance. An employee needs to know what is expected of him in the way of performance. What will be expected of him in his contact with his fellow employees and with the public.



3. Planning participation. Every person has more interest in and feels more responsibility for a piece of work which he has helped to plan. It is a safe maxim that detailed planning of any job should be carried on as close as possible to the job.
4. Authority. Responsibility and authority go hand in hand. Without authority few people will assume responsibility.
5. Communications. Communications are a "must". They must be adequate both as to time and content. Communications, whether written or oral, should be clear.
6. Morale. An employee is always more inclined to assume responsibility if his morale is good. Morale evidences itself in several unmistakable ways:
  - a. A man whose morale is good is sold on the project in which he is engaged.
  - b. Self-confidence -- not conceit or complacency -- is a sign of good morale.
  - c. Mutual trust is an essential of organizational morale.

There are certain other things which management can do and be to promote the acceptance of responsibility. Probably the most important is the full backing of all proper discharge of responsibility. Nothing is more encouraging to an employee or more calculated to foster the assumption of responsibility on his part than assurance that his superiors are giving him full backing.

There is no hard-and-fast rule which can be applied without exception, but the proper support of subordinates involves at least two things:

1. Willingness to "take the rap" if top plans and orders have been wrong.
2. Organization lines should be observed.

Another sound management attitude is the recognition of accomplishments. It is a powerful incentive to an employee to know that the proper discharge of present responsibilities will lead to higher ones.

Along with the principle of development of attitudes which recognize the group needs of employees, is the recognition that every employee is an individual who must be encouraged to develop along those lines which his experience and personality dictate. Management can do several things to sponsor this individual development:

1. Be available for consultation.
2. Insist that every employee "stand on his own feet".

The ability to make decisions is one of the major tests of an executive, but the value of this quality is not limited to executives. Virtually every worker has some decisions to make. One's decisiveness should not be rated entirely on the basis of how quickly he makes up his mind. Certainly some importance should attach to the correctness of decisions.



Willingness to take on further responsibility is a key test. A truly responsible person is not limited by the horizons of his present job. We can recognize certain general symptoms of inability or unwillingness to accept responsibility. One of these bad signs is a consistent failure to meet deadlines. The executive or supervisor who dodges responsibility almost invariably has morale problems among his employees.

The good team worker is the person who works with the organization and with his supervisors, taking his full share of the load, contributing ideas and joining in both planning and execution as far as his situation permits. He shows that he has confidence in both himself and his fellow workers and that he recognizes his obligation to cooperate with others in the total job at hand. This is the essence of responsibility.





Commodity Office  
Commodity Stabilization Service  
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